DRAFT ANNUAL REPORT

This is the first Annual Report of the *Greensboro Connections 2025 Comprehensive Plan*. The report covers the progress made on implementation since the adoption of the Plan on May 6, 2003 through the end of June 2004. The report was developed in two parts, Part 1 is a summary of the activity that has taken place during Year One of Plan implementation including the goals for next year. Part 2 is a list of proposed Plan amendments that were developed by staff and are based on the experiences of working directly with the Plan throughout the year. The proposed amendments are only suggested changes. Following the acceptance of the Annual Report, staff will proceed with drafting the formal amendments and scheduling the public hearings to consider the amendments.

I. IMPLEMENTATION START-UPS

The first year included the implementation of the year one tasks identified in the Action Table in Chapter 10 of the Plan, plus all of the start-ups associated with organizing the tasks, assigning staff, developing a tracking system, etc. The following is a summary of these tasks:

- 1. After the adoption of the Plan, the entire document was placed on the Comprehensive Plan WebPage and hard copies were printed and distributed to staff and all Greensboro branch libraries. Extra hard copies of the Plan are available for sale to the general public. In addition to the full document, an Executive Summary poster was created and made available to the public for free.
- 2. Following the printing and distribution of the Plan, the first task was to take the 82 action steps listed in year one and determine the best approach to getting them completed. This task was more difficult than first thought due to the magnitude and the interrelatedness of the tasks. However, staff analyzed the tasks and grouped them into 44 projects and assigned the appropriate staff leaders and teams to work on them.
- 3. A Staff Resource Team consisting of approximately 56 staff members was organized and 1-2 members (typically team leaders) from each department began meeting monthly (starting in April 2003). The purpose of the monthly meeting is to report on the progress of the projects, discuss problems, and present drafts of work for feedback.
- 4. A tracking system was established through the development of the project status reports (see Appendix A) and a shared folder to house these reports was established on the computer network. This folder was set-up to allow staff to enter the progress of their projects into an on-going report that would serve as the bulk of the Annual Report. This folder can be viewed by all staff and edited only by the lead staff in charge of the project.
- 5. In order to keep the public up-to-speed on the progress of the Plan, a "projects" page was developed on the Comprehensive Plan WebPage that lists all of the projects with a bulleted list of activities. This page is updated monthly and can be accessed at:

 www.greensboro-nc.gov/comp_plan/projects.htm Citizens can also check the website for the latest news such as upcoming public meetings and pending and/or approved Plan amendments.

6. Also considered a start –up project was the development of rezoning staff reports. (see Appendix B) The rezoning reports were established to provide a more formal and indepth analysis of individual rezoning proposals. This was needed to thoroughly examine such requests in light of the full range of Comprehensive Plan policies. An amendment extending the deadline for submitting rezoning applications by two weeks was prepared by staff and adopted by City Council on December 16, 2003. The extension allows staff to prepare a written report with recommendations for each proposal that is shared with the Zoning Commission, the rezoning applicant, and the public in advance of the public hearing. These reports are published on the Planning website the Thursday before each Zoning Commission meeting.

II. MONITORING COMMITTEE

In September 2003, the Council approved the establishment of the Monitoring Committee with the following purpose and membership:

Purpose: 1. To ensure the balance between regulations and incentives is maintained

2. To keep the plan on schedule

3. To review the annual report to be given to Planning Board and City Council

Membership: 2 - Steering Committee members (recommended to Council by the Committee from its membership)

1 - Zoning Commission member (recommended to Council by the Commission from its membership)

1 - Planning Board member (recommended to Council by the Board from its membership)

5 - General citizens

The overall membership of the Committee shall contain a balance of developers, environmentalists, and neighborhood advocates. The Council will ratify all positions. It is recommended that the Committee sunset after two years and its duties revert to the Planning Board.

The Council appointed the last Monitoring Committee member on March 2, 2004. The nine members are: Cameron Cooke, Dava Cox, Paul Gilmer, Jr., Clinton Gravely, Peter Kauber, Stephen Marks, Betty Smith, John Wilson, and Ron Wilson. The Committee held their first meeting on March 24th, 2004, and it meets regularly on the 1st Monday of the month at 4 p.m. at the Melvin Municipal Office Building. The group has appointed Cameron Cooke as the chair and has adopted Rules of Conduct for the Committee (see Appendix C).

III. SUMMARY OF COUNCIL BRIEFINGS

As part of implementation, the Council was briefed five times over the course of the year on various aspects of the Plan. The first briefing was in October 2003 and it focused on progress to date. The main items discussed were:

• Development of the Staff Resource Team;

- Breakdown of action tasks into projects;
- Tracking system for monitoring projects;
- Call for Creation of the Monitoring Committee;
- Plan formats (i.e. hard copy, website, Executive Summary, etc.); and
- Status of the projects that were underway.

The subsequent briefings focused mainly on discussions by Council concerning the use and interpretation of the Generalized Future Land Use Map (GFLUM) and the Plan amendment process. The Council was briefed and/or discussed these issues at their Briefings Sessions on: February 24th, March 23rd, March 29th (Joint Meeting with Planning Board, Zoning Commission, and Monitoirng Committee), April 20th, and May 25th. The purpose of the Joint Meeting on March 29th was to try and get all of the Boards and Commissions to the same level of understanding concerning the GFLUM and the amendment process. At the end of the Briefing Session on April 20th, the Council directed staff to draft amendments on the points raised during their discussion.

At the May 25th Briefing, Council was presented with a draft of the proposed text amendments to Chapter 10 of the Plan and Chapter 30 of the Development Ordinance, and a list of zoning criteria (see Appendix D). Following some discussion, the Council called for a public hearing on the text amendments and approved the list of zoning criteria for use by the applicant, Zoning Commission and Council. The Planning Board public hearing was held June 16, 2004 and the Planning Board voted 6 to 0 to recommend approval of the amendments. The City Council public hearing was held July 20, 2004 and they approved the amendments by a vote of 9 to 0.

IV. PROCESSED PLAN AMENDMENTS

Over the course of the year, there were two GFLUM amendment requests and one text amendment request. The first map amendment was submitted by Isaacson, Isaacson, & Sheridan to change the northeast corner of US220 and Old Battleground Road from the Low Residential to the Commercial Land Use Classification (LUC). The Planning Board recommended approval of the amendment and then the case was withdrawn prior to going to City Council for final approval.

The second proposed amendment was submitted by staff as a result of studying the Isaacson proposal. Staff proposed to change the intersection of US220/Old Batleground/Horsepen Creek Roads to the Mixed Use Residential LUC. Upon reviewing the area in detail for the Isaacson case, staff felt that the Mixed Use Residential LUC was the most appropriate LUC for this intersection and area of the city. The Planning Board recommended denial of this amendment on April 21, 2004 and Council approved it on May 18, 2004.

The third proposed amendment was called for by the City Council and pertained to the aforementioned text amendments to Chapter 10 of the Plan. Following the review and discussion of the GLFUM and the amendment procedures over the course of the spring, Council asked staff to draft an amendment to Chapter 10 to remove the 10-acre threshold for amendments and to allow rezoning requests and GFLUM amendments to track together. Therefore, when a rezoning request that is not compliant with the Plan is submitted together with a Plan Amendment, the Planning Board and Zoning Commission will meet jointly to address the rezoning and Plan amendment. The Zoning Commission will make a recommendation to City

Council regarding the rezoning request and the Planning Board will make a recommendation on the Plan Amendment. Both matters will be heard concurrently before City Council. The joint meetings of the Planning Board and Zoning Commission will occur on the regularly scheduled Zoning Commission meeting date of every odd month. As mentioned earlier, this text amendment was heard by the Planning Board on June 16, 2004 and received a favorable recommendation for approval and was approved by City Council at their July 20, 2004 meeting.

V. REZONING REPORT

From June 2003 through May 2004 the Planning Department received 100 applications for rezoning. (See Appendix E) Of the 100 cases, 10 were non-compliant with the Plan (4 were approved, 5 were denied and 1 was withdrawn). Seven of the 100 cases that were compliant with the Plan were denied. Maps 1a and 1b display the four cases that were not in compliance with the Plan that were approved. These cases are also highlighted on Appendix E.

VI. SUMMARY OF ACTION PLAN STATUS REPORTS

The following is a summary table of the status of the 44 year one projects:

Table 1. Project Status

	Oject Status	-	
Number			
of			
Projects	Status	Definition	
3	Complete	Project is done	
5	Nearly Complete	Project is expected to be	
		complete in the next few	
		months	
21	In-Progress/Underway	The project is well	
		underway, but not yet	
		complete	
9	Beginning Stages	Some initial research has	
		been done or some	
		organizational meetings	
		have been held	
4	Contingent/Not Started	Dependant on another	
		project being completed or	
		getting to a point of tying in	
		with the contingent project	
2	On-going	The project is underway,	
		but it has no ending point.	
44	Total		

As shown in the table above, 3 projects have been completed, 5 are nearly complete, the bulk of the remaining projects (21) are in-progress, 4 have not been started and 2 are considered to be on-going. The three completed projects are all contained in the Transportation chapter and they are: Parking Standards, Enhance GTA System, and Downtown Parking Strategy.

The **Parking Standards** (Policy 8E.1) project team met for approximately 6 months and reviewed the existing parking requirements and researched other jurisdictions. They recommended a reduction in the number of spaces required for a majority of individual land uses, revised the parking lot dimensional standards, reduced the number of spaces for mixed use projects, made an allowance for alternative parking surfaces, allowed for park and shuttle lots in residential and non-residential districts, and changed the parking setbacks for lots on thoroughfares. Following public hearings at the Planning Board and City Council these changes were approved by Council on February 17, 2004.

The **Enhance the GTA System** project (Policies 8C.1, 8C.2) has actually moved ahead of schedule. The Mobility Greensboro Public Transportation Master Plan was written and approved by the GTA Board on May 25, 2004. The Plan focused on assessing the fixed-route bus services and it made recommendations for improvements to be implemented over the next 10+ years. One of the main goals of the Master Plan is to double transit ridership in the next five years from two million in 2002 to four million in 2008. A copy of the full text of the adopted Master Plan is available through a link on the Connections 2025 website. The adoption of the Master Plan was anticipated to be a mid-term action, however, due to its adoption at the end of year one, implementation is now underway ahead of schedule.

The **Downtown Parking Strategy** project (Policy 8E.4) was conducted for the downtown area and assessed the parking supply and location, long-term and short-term parking, on-street and off-street parking, rates and fines, and free parking after hours. Numerous recommendations were made and many have been implemented. The majority of the remaining implementation steps are anticipated to be complete by December 2004, with one final implementation step expected to be complete by December 2007. A Phase 1 completion memo is included in this report and the complete parking study and downtown parking map are linked on the Connections 2025 website.

The five projects that are nearly complete are Downtown Historic Resources, Open Space and Greenways, Stream Corridors and Floodplains (Part 1), Community-wide Tree Planting, and the Neighborhood Planning Initiative.

The **Downtown Historic Resources** project (Policy 4E.2) is being used as a pilot project for a larger city-wide/county-wide survey. The purpose of the Downtown Survey was to document all of the buildings in the downtown area as to their building type, age, significant features, and historic classification (contributing or non-contributing). This assists in identifying the building that should be protected preserved. The field work has been completed and the data and photos have been entered into a database. The last step is to verify the data and survey one remaining area that was missed during the original survey. Once completed this will be a valuable resource not only for the City, but also for the County, Preservation Greensboro Inc., and especially to Downtown Greensboro Inc. for the implementation of the Downtown Master Plan.

The **Open Space and Greenways Plan** team (Policies 4G.4, 5A.1, 5A.3, 5A.4) has made great progress over the course of the year. This is one of the very active teams that includes a citizen committee. The team has drafted a comprehensive Drainageway and Open Space Plan that covers the entire county and encompasses natural resources and other environmentally sensitive areas. The group has also drafted criteria for preservation/reservation of the areas shown on the map, and they have discussed development incentives. The development incentives overlap many of the other tasks in year one. The team is ultimately hoping to develop an approved list of

incentive options to pass along to the Staff Resource Team for further implementation. The group has also realized their close relationship with the Stream Corridors and Floodplains team and they are planning to meet jointly to share their progress to ensure that their efforts are coordinated.

The Committee has also agreed to support the issuance of bonds to fund the public acquisition of targeted agricultural and woodland areas and land for parks and open space for which dedication cannot be required. The committee will recommend an initial bond issue for \$20 million and successive issues as necessary to provide continued annual expenditures of \$5million for such purchases.

The **Stream Corridor and Floodplains Committee** (Policies 5B.3, 5B.4) also has an active citizens committee and they have been hard at work. This group has focused most of their efforts on the floodplains portion of their task (Policy 5B.4) and they are near completion on their recommendations. As for the stream corridor portion (Policy 5B.3) of the project, as mentioned earlier, they are going to meet jointly with the Open Space and Greenways committee to ensure the coordination of their efforts and recommendations.

The **Community–wide Tree Planting** project (Policy 5C.1) is also nearing completion and they too have an active citizen committee involved in the project. The committee has developed a program that will focus on community re-vegetation. They have applied for grants to jumpstart their program and have yet to be funded, but they are moving forward in hopes that the funding will come through so that they can have their initial neighborhood tree planting in November 2004.

The **Neighborhood Planning Initiative** project (Policy 6A.1) is approximately one month from completion. This project is serving as a prototype project for city-wide neighborhood planning. The team has been hard at work with the Lindley Park pilot neighborhood over the course of the year. The draft plan was approved by the Lindley Neighborhood Association in May 2004. The Planning Board held a public hearing and recommended approval of the Plan on June 16, 2004. The City Council was briefed on the draft Plan on July 27, 2004 and adopted the Plan on August 17, 2004 by a vote of 9 to 0. The draft plan is available through a link on the Connections 2025 website.

Thirty of the remaining projects are either well underway or in the beginning stages. Two of the projects (Achieving Reconciliation and Equity and Legislative Initiatives) are considered ongoing, and the four remaining projects have yet to be started. The four projects that have not been started fall into one of two categories; they are either contingent on other projects, or constraints on staff time working on the other 30 projects have prevented them from getting started. For more detailed information on all of the projects see the full reports in Appendix A, or for a summary of projects see Table 2 (below).

Table 2. Project Status Summary

Status	Project	Policies	Comments
In-Progress/Underway	Infill/Compact Development	4A.1, 4A.2, 4A.3, 4B.3, 4C.1, 4C.2, 4C.3, 4D.4, 4G.1, 4F.1, 4G.2	
On-going	Legislative Initiatives	4D.6	
In-Progress/Underway	Downtown Development Initiatives	4E.2	
Nearly Complete	Downtown Historic Resources	4E.2	The survey for Downtown is nearly complete, but the initiatives are ongoing
Beginning Stages	Fringe Area Land Use Plan	4F.1, 9A.1	
Beginning Stages	Growth Tier Implementation	4F.2, 4F.3, 9A.5	
Nearly Complete	Open Space and Greenways Plan	4G.4, 5A.1, 5A.3, 5A.4	This project has an active citizen committee.
In-Progress/Underway	Stormwater Design Standards	5B, 9B.4, 9B.5	
In-Progress/Underway	Tree Protection and Landscaping	5B.1, 5B.2,	This project has an active citizen committee.
Nearly Complete (Floodplains)	Stream Corridors and Floodplains	5B.3, 5B.4	This project has an active citizen committee. The Floodplain portion of this project is nearly complete. The Stream Corridor portion will join with the Open Space and Greenways Plan project to ensure that they work together.
Nearly Complete	Community-wide Tree Planting	5C.1	This project has an active citizen committee. Initial tree planting tentatively scheduled for November 2004.
In-Progress/Underway	Historic Survey	5D.1, 5D.2	
In-Progress/Underway	Heritage Tourism	5D.3	
In-Progress/Underway	Scenic Corridors	5F.1	
Beginning Stages	Development Design Standards	5F.2, 5F.4, 5F.3	
Nearly Complete	Neighborhood Planning Initiative	6A.1,	
Beginning Stages	Neighborhood Design Guidelines	6A.4	
In-Progress/Underway	Substandard Housing Elimination	6B.1	
In-Progress/Underway	Historic Rehabilitation	6B.2	
Beginning Stages	Diversification of New Housing	6C.1, 6C.2, 6C.3	
In-Progress/Underway	Economic Development Objectives/Incentives	7A.1, 7A.5	
Beginning Stages	Home Grown Businesses	7A.2	
Beginning Stages	Home Occupation Regulations	7A.6	
In-Progress/Underway	Economic Development Business Assistance	7B.1	
Beginning Stages	Appeals Process	7B.2	
In-Progress/Underway	Results-Oriented Economic Development	7B.3	

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Status	Project	Policies	Comments
In-Progress/Underway	Economic Development Agency Funding	7D.1	
Contingent/Not Started	Connecting Workers to Jobs	7D.5	
In-Progress/Underway	Roadway Network and Traffic Management	8A.1, 8A.2, 8A.3, 8A.5, 8A.11	
Beginning Stages	Collector Street Plan/Connecting Under-Served Areas	8A.4, 8A.8	
In-Progress/Underway	Road Improvements for Economic Development	8A.9, 8A.10	
In-Progress/Underway	Pedestrian and Bicycle Facility Networks	8B.1, 8B.2, 8B.3	
Complete (Phase 1)	Enhance GTA System	8C.1	Originally a mid-term action that was moved forward, implementation of the Mobility Greensboro Public Master Plan is in the beginning stages
In-Progress/Underway	Regional Transit System	8D.2	
Complete	Parking Standards	8E.1	The amended ordinance is linked on the Connections 2025 website
Complete (Phase 1)	Downtown Parking Strategy	8E.4	Phase 2 is in-progress
In-Progress/Underway	Transportation Development Standards	8F.1	Phase 1 is substantially complete and Phase 2 is in the beginning stages
Contingent/Not Started	Funding Source for Phased Capital Program	9A.3	
In-Progress/Underway	Plan for Solid Waste	9B.1	Transfer Station site purchased on Chimney Rock Road
Contingent/Not Started	Services to Annexed Areas	9C.3	
In-Progress/Underway	School Siting/Joint Facilities	9C.4, 9D.2	
In-Progress/Underway	Safest City	9F.1, 9F.2, 9F.3	
On-going	Achieving Reconciliation and Equity	Overall Plan Goal	

VII. GOALS FOR NEXT YEAR

Staff will continue to work towards completing all of the unfinished year one tasks and begin year 2-3 projects where possible, however the following is a list of priority projects for the next year:

- 1. Begin Development Ordinance rewrite to incorporate the goals and polices of the Plan to focus on:
 - Ordinance diagnostic (review of all ordinances that deal with land development for conflicts/inconsistencies)
 - Infill development
 - Mixed use districts

- 2. Fringe Area Development/ Growth Tier Implementation/Infrastructure policy
 - Consider applying land uses to Tiers 2 and 3 on the Generalized Future Land Use map
 - Reconcile differences between the Water/Sewer Boundary policy and the Growth Tier policy

PART 2

PROPOSED AMENDMENTS

As mentioned earlier, Part 2 is a list of proposed Plan amendments that were developed by staff and are based on the experiences of working directly with the Plan throughout the year. The proposed amendments are only suggested changes. Following the acceptance of the Annual Report, staff will proceed with drafting the formal amendments and scheduling the public hearings to consider the amendments. [Note: For text amendments, the new text is shown with underlines and deleted text is shown with strikethroughs.]

A. Text Amendments

1. **Amend the definition of High Residential** to include office as follows:

This category provides for high-density apartment dwellings, condominiums, life care, and similar housing types. Creating opportunities for this type of housing will become increasingly important to respond to demographic shifts and demand for affordable housing, and it is ideally suited near major activity and employment centers and in areas suitable for future transit service. Within this district office buildings can also be accommodated.

2. **Modify definition of Mixed Use Corporate Park** land use classification to strongly encourage the corporate uses to be developed prior to the supportive uses. The new definition should read as follows:

This designation is intended for large tracts of undeveloped land near the City's fringe that are appropriate for well planned, larger scale business/employment parks with supporting uses such as retail, hotels, and residential. Primary uses such as office, flex office, technology research and development, light manufacturing, distribution, and assembly are strongly encouraged to be developed prior to any supportive uses. The primary uses should be placed developed in a campus-like or "corporate park" setting with generous, linked open space to maximize value and to promote visual quality and compatibility with the surrounding area. Pedestrian-friendly features such as buildings placed near the street, sidewalks, and trails leading to nearby uses such as retail and housing should be encouraged.

3. **Modify the definition of the Mixed Use Commercial** land use classification to clarify that it is not intended to accommodate strip commercial development. The revised definition should read as follows:

This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill

and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New "strip" commercial development is discouraged.

4. **Amend Chapter 7** to remove all references to the "Office of Business Assistance and Development" and replace them with the "Economic Development Office"

B. Map Amendments

- 1. **Add Pisgah Church Road/Lees Chapel Road** from Battleground Avenue to Scott Road to Figure 5-2 Community Structure, **as a proposed Scenic Corridor** (see Map 3). In 1996, a corridor study was conducted for Pisgah Church Road/Lees Chapel Road and it recommended that the corridor be designated with a scenic corridor overlay district. It was an oversight not to include it on the original Community Structure map.
- 2. **Fix legend** on Figure 5-2 Community Structure to remove "Visual" from the "Proposed Scenic/Visual Corridor" type.
- 3. Generalized Future Land Use Figure 4-2 Amendments: [See Map 4]
 - Add clarification statement to Figure 4-2 Generalized Future Land Use to read as follows:

"This map is to be interpreted in conjunction with the goals and policies set forth in the *Greensboro Connections 2025 Comprehensive Plan*. This map has no independent significance without reference to the *Greensboro Connections 2025 Comprehensive Plan*."

- Muirs Chapel/Friendly Avenue/Dolley Madison area change land use from Low Residential to High Residential (see Map 4a). Staff is recommending this change due to:
 - its location within an Activity Center
 - vicinity of three major thoroughfares
 - proximity to Guilford College Campus
 - existing land use
- Guilford College/Market Street/Meadowood area change land use from Low Residential to High Residential (see Map 4a). Staff is recommending this change due to:
 - vicinity of three major thoroughfares
 - existing land use
 - proposed rail stop

- US29/Cone Boulevard interchange change land use from Low Residential to Mixed Use Commercial (see Map 4b). This is an expansion of the Mixed Use Commercial to the west side of US 29. Staff is recommending this change due to:
 - vicinity of two major thoroughfares
 - existing land use
- East Wendover Avenue/Penry Road Area change land use from Low Residential to Institutional (see Map 4b). Expand Institutional land use to cover the expansion of the new GTCC campus
- US29/East Washington Street/Bennett Street/railroad tracks Area change land use from Low Residential to Mixed Use Residential (see Map 4b). Staff is recommending this change due to:
 - Proximity to NCA&T campus
 - existing zoning
 - Existing land use
- 4. **Amend Figure 1-1** to label Montgomery County.